#### **UNIT 318**

### FOLSOM LAKE STATE RECREATION AREA

GENERAL PLAN AMENDMENT

January 1996

# **-UBURNISTATE RECREATION AREA**

# FOLSOM LAKE STATE RECREATION AREA

## GENERAL PLAN AMENDMENT

# NEGROEBAR, WILLOW CREEK, BEALS POINT

Fanuary 26, 1996

Original General Plan Approval by State Park and Recreation Commission

Numbus Shoals, Mississippi Bar and Nimbus Flat mendment Approval by State Park and Recreation Commission august 12, 1986

Nimbus Flat

mendment Approval by State Park and Recreation Commission

State of California - The Resources Agency

DEPARTMENT OF PARKS AND RECREATION

Pete Wilson Sovemor

Douglas P. Wheeler Secretary for Resources

Donald W. Murphy Director Department of Parks and Recreation DEPARTMENT OF PARKS AND RECREATION

#### STATE PARK AND RECREATION COMMISSION

P.O. BOX 942896, SACRAMENTO, CA 94296-0001 (916) 653-0524



December 21, 1995

The Honorable Sarah Flores, Chairman and Members State Park and Recreation Commission

Dear Commissioners:

Enclosed are the following documents for the <u>January 26, 1996</u> meeting in Sacramento:

- Notice of Hearing on January 26, 1996
- Folsom Lake State Recreation Area General Plan Amendment (pre)-dated January 1996
- Final Environmental Impact Report and Appendices dated July 1994 (including Supplement dated November 1994)

Sincerely,

Lorraine Lima Assistant Secretary

Lorraine Lima

#### Enclosures

cc: Director

**Chief Deputy Director** 

Deputy Director, Park Stewardship

Chief, Environmental Design Division

Chief, Resource Management Division

Chief, Northern Division

Manager, General Plans

Chief Counsel

American River District Headquarters-Post Notice in Unit

Public Affairs Office (Letter & Notice only)

Public Library, Sacramento

Deputy Attorney General

Department of Finance

Legislative Analyst's Office

City of Folsom

DEPARTMENT OF PARKS AND RECREATION

#### STATE PARK AND RECREATION COMMISSION

P.O. BOX 942896, SACRAMENTO, CA 94296-0001



## NOTICE OF HEARING ON JANUARY 26, 1996 CALIFORNIA STATE PARK AND RECREATION COMMISSION

NOTICE IS HEREBY GIVEN that the State Park and Recreation Commission, pursuant to authority contained in Sections 5002.3 and 5080.20 et seq. of the Public Resources Code, Section 11370 et seq. of the Government Code and pursuant to law, will meet on Friday, January 26, 1996 at 8:30 a.m. at the Resources Building Auditorium, 1416 Ninth Street, Sacramento CA. The meeting facility is wheelchair accessible. Agenda items will include action on the proposed Folsom Lake State Recreation Area General Plan Amendment (American River Bridge Crossing); and proposed concession contracts for the Department of Parks and Recreation for 1996-97.

Copies of the General Plan Amendment documents for will be available for review at the State Department of Parks and Recreation's American River District Headquarters, 7806 Folsom-Auburn Road, Folsom; the Department's Headquarters, 1416 Ninth Street, Sacramento; the City Hall, 50 Natoma Street, Folsom; and the public library, 818 "I" Street, Sacramento.

NOTICE IS GIVEN that any person may file a statement regarding hearing items by writing to the undersigned or by presenting oral or written statements at the hearing at **9:30 a.m.** or as soon thereafter as the matter may be heard. Inquiries may be directed to Lorraine Lima (916) 653-0524, or the Department of Parks and Recreation, P.O. Box 942896, Sacramento, CA 94296-0001.

NOTICE IS ALSO GIVEN that the Commission plans to tour State Park units in the Sacramento/Folsom area including Folsom Lake State Recreation Area on Thursday, January 25. No public testimony and no action will be taken by the Commission during this tour.

SO ORDERED:

Donald W. Murphy, Secretary State Park and Recreation Commission

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Note: The Park and Recreation Commission approved this Preliminary General Plan 油 イルビルト (ヘ エルン 196).
A Final General Plan was printed dated エルン (996).

## AMENDMENT TO THE GENERAL PLAN FOR FOLSOM LAKE STATE RECREATION AREA

#### Introduction

#### General Plan Background

In May 1979, the California State Park and Recreation Commission approved the General Plan for Folsom Lake State Recreation Area. This plan was the product of extensive public participation. A series of six public workshops was conducted, and more than 3,500 mail-in questionnaires were distributed, asking people "what kind of place" Lake Natoma and Folsom Lake should be. At that time, there was significant agreement that the wild and quiet character of Lake Natoma was its most important recreation value; while at Folsom Lake, however, recreation use, dispersal of use, landscape character preservation and facility upgrade and enhancement were to be emphasized. Broad general plan objectives for the lake areas are listed in the attached appendix.

For additional background, refer to the following:

Folsom Lake State Recreation Area General Plan, including Final Environmental Impact Report, dated July 1980.

#### Purpose of This Amendment

This amendment incorporates the July 1994 American River Bridge Crossing Project Final Environmental Impact Report and related environmental documents as the January 1996 General Plan Amendment, modifies the Resource, Land Use and Facilities, and Environmental Impact Elements of the approved Folsom Lake SRA General Plan. These modifications are for the Negro Bar and Willow Creek portions of Lake Natoma and for the Beals Point area of Folsom Lake.

#### Amendment Background

Amendments to the General Plan were approved by the State Park and Recreation Commission on August 12, 1986 for the Nimbus Flat, Nimbus Shoals and Mississippi Bar areas of Lake Natoma. An additional amendment reflecting new citizen input and natural resource information for Nimbus Flat was approved by the Commission on July 6, 1988.

This document is the result of comprehensive environmental impact analyses conducted of alternative American River bridge crossing sites for the City of Folsom and the United States Bureau of Reclamation. Four bridge crossing sites, along with a no project alternative, were evaluated.

The Lake Natoma bridge crossing, a four-lane, 2,500 foot span linking Folsom-Auburn Road with Folsom Boulevard, was eventually selected by the Folsom City Council as the preferred alternative. City of Folsom voters later affirmed the project selection by a nearly 2-1 margin. The Department of Parks and Recreation dropped its previous stand of opposition for the Lake Natoma bridge crossing alternative, subject to agreed upon mitigation measures, in a letter dated November 29, 1993 from Director Donald W. Murphy to the City of Folsom.

#### Public Involvement

A scoping report for the preparation of the American River bridge crossing project environmental impact report/environmental impact statement (EIR/EIS) was published in May 1990; the report analyzes and summarizes the environmental scoping and public involvement process. In August 1989, the City of Folsom had released an earlier version of a draft EIR for the project for public review; during the 60 day review period, comments were received from various interested agencies and private individuals. Because of concerns raised during the scoping process for the EIR, the City of Folsom prepared a new EIR/EIS.

The City of Folsom held two scoping meetings on February 27, 1990, to solicit input from agencies and the general public on critical issues to be addressed in the draft EIR/EIS. The City of Folsom sent, on February 14, 1990, a notice of preparation of the EIR to all agencies and persons likely to be interested in the bridge project. The U.S. Bureau of Reclamation (USBR) published, on February 7, 1990, in the Federal Register a notice of intent to prepare an EIS. These notices requested that recipients send a written list of concerns to help focus important issues for the EIR/EIS. The City of Folsom held public hearings on June 1 and 2, 1992, during the sixty day public review period to solicit comments on the draft EIR/EIS. Written comments were received until July1, 1992.

In addition to receiving comments on the draft EIR/EIS, the city received numerous letters from citizens who did not comment on the environmental analysis, but voiced comments towards certain bridge alternatives. The Supplement to the draft EIR, which is part of the draft EIR/EIS, was released on October 1, 1993, for a 45-day public review period. The report was distributed to the agencies, groups, and individuals who received or commented on the draft EIR/EIS. The USBR and City of Folsom prepared responses to all significant environmental issues that were raised. These responses to comments, combined with the draft EIR/EIS, constitute the final EIR/EIS.

On July 26, 1994, the Folsom City Council held a public hearing and certified the final EIR for the American River Bridge Crossing Project. In response to public input, the Council voted to change the preferred alternative from a six-lane bridge across Lake Natoma to a four lane bridge which would include pedestrian, bicyclist, and transit facilities.

Because the EIR analyzed only six-lane bridge alternatives, a supplement to the final EIR/EIS was prepared in September 1994 to include a four lane bridge analysis. On November 8, 1994 Folsom voters, in a referendum election, approved the Lake Natoma Bridge Crossing Project over an alternate site by almost a 2-1 margin. The last environmental report was certified by the Council November 22, 1994.

#### Negro Bar, Willow Creek, Beals Point Sub-Units, Folsom Lake State Recreation Area

<b>Background</b>	

As part of the environmental review process for the American River Bridge Crossing Project, Departmental staff worked with the City of Folsom to identify ways to mitigate bridge impacts to less than significant levels on recreation facilities within Folsom Lake State Recreation Area. Goals were identified to mitigate the losses on existing recreation during project construction and enhance recreational opportunities on USBR (managed by the Department of Parks and Recreation) property.

The Lake Natoma bridge crossing project will have a significant impact on recreation in the Negro Bar area. The bridge alignment bisects the existing campground, eliminates the campground restroom, overshadows an existing swimming area, and bisects the American River Bikeway. It is anticipated that camping will be completely displaced and day use activities in the east segment of Negro Bar will either be displaced or adversely impacted from an experiential perspective.

To mitigate the loss of facilities at Negro Bar, the City of Folsom will relocate the affected facilities and expand existing facilities. Equivalent values for mitigation are based on an appraisal of the land and facilities affected by the project (value estimated at \$1.3 million) and a minimum capacity of 10,760 recreation use days for compensatory facilities. Facility development costs have been estimated as \$2.1 million.

As a result of the extensive environmental review process associated with the American River Bridge Crossing Project at Lake Natoma, the Department now proposes the following development for the Negro Bar, Willow Creek, and Beals Point areas:

#### Recommendations

Existing General Plan - Negro Bar

Day-Use Area

Enhance/upgrade existing facilities:

- 1. Upgrading of existing campground standards.
- 2. Installation of solar hot-water showers.
- 3. Improvement of beach/picnic area with better access, restrooms, paved parking, sand beach.

- 4. Improvement of field with shade trees, turf, and water.
- Conversion of existing surplus boat parking spaces to R&H and bicycle trail staging.

#### Additions:

- 1. Bicycle trail connections.
- 28 picnic sites.

#### Amend Existing General Plan as follows:

#### Campground

#### Additions:

- A. Construct American River Bridge Crossing Project.
  - An approximately 2,500 foot long bridge connecting Folsom-Auburn Road with Folsom Blvd. within the City of Folsom. The bridge will cross Lake Natoma (DPR jurisdiction) on the north in the Negro Bar campground area, and on the south across a narrow band of park property approximately 1,000 feet south of the powerhousecomplex.
- B. Remove family campground and restroom facilities.
  - The twenty displaced campground spaces and restroom facilities due to bridge construction will be relocated to Beals Point.

#### Day-Use Area

#### Additions:

- A. Reduce and reconfigure boat launch parking area.
  - The existing 160 vehicle parking area is to be reconfigured to allow for 30 cars and boat trailers for boat launching, with the remaining parking area to be redeveloped into a bicycle and R&H staging area with restroom facilities.

- B. Enhance/upgrade west area day use facilities
  - Relocate displaced day-use and picnicking facilities to the west end of day use area near the existing beach and on adjoining bluffs overlooking Lake Natoma; expand new facilities to include 30 new picnic units with tables and shade ramadas. Expand west end of swim beach area.
- C. Construct lake frontage hiking trail
  - Develop trail from expanded west swim beach area to connect with existing trail at Rainbow Bridge.
- D. Construct bicycle trail and hiking trail from Madison Avenue to American River Bikeway.
  - Trail to connect with existing network at Negro Bar.
- E. Remove east turnaround parking area, perform site restoration.
  - Parking area adjacent Rainbow Bridge to be removed and site recontouring and native plant restoration to be performed.

#### Existing General Plan - Willow Creek

#### Day-Use Area

#### Enhance/Upgrade existing facilities:

- 1. Left turn lane and deceleration lanes, and better sight clearance at exit.
- Definition of parking area (but no paving).

#### Additions:

1. Nine picnic tables (to make a total of 15 picnic sites).

#### Amend Existing General Plan as follows:

#### Day-Use Area

#### Additions:

- A. Construct bicycle and R&H trail between Folsom Powerhouse SHP and Willow Creek area.
  - Actual trail route will be designed to tie with other area on street and off street trail and bicycle routes.
- B. Construct five picnic sites adjacent to trail.

#### Existing General Plan - Beals Point

#### Campground

#### Enhance/upgrade existing facilities:

- 1. Campsite relocations and leveling, parking spurs (suitable for RV parking), showers (solar if feasible), security fencing along Auburn-Folsom Road.
- 2. Entrance station increase capacity (add access lane and modify existing entrance station).

#### Additions:

- 1. Campground extension (20 sites), new restroom.
- 2. Bicycle camp (20 sites separate from motor vehicle campground).
- 3. RV sanitation station (single unit, at entrance turnaround).

#### Other:

1. Maintenance of flat area (north of entry station) for overflow parking and possible eventual multi-use area development.

#### Design Criteria

The following\_broad standards of design are presented to ensure park setting compatability for bridge related facility development projects to be constructed at the Folsom Lake SRA sub-units.

#### Lake Natoma Bridge

Architectural design to be based on an arch theme similar to, and compatible with, Rainbow Bridge as approved by City of Folsom in consultation with DPR.

#### Roads and Parking

The roads should be designed to minimize speed, and to reduce impacts on the resources. All roads and parking shall be paved with asphalt to standards set forth by the state.

#### Structures

All structures are to be designed to make maximum use of available energy efficient techniques, including solar heating. Structures should be of block or other suitable fire-resistant material, and should be designed to reflect the character and nature of the park.

Comfort stations will be built in the Negro Bar boat launch and trail staging parking area, as well as in the Beals Point hook-up campground.

#### Trails and Bike Path

Trail design and construction should be in accordance with DPR standards and specifications.

To maximize effectiveness, all trails and bike paths are to be designed to tie in with existing or planned trail routes and paths located on or off street within the City of Folsom and DPR managed parkland; exact routes will be determined accordingly pending site specific environmental review.

#### Swim Beach

Swim beach expansion to the west end of the existing beach area will be limited to minor grading, site preparation, and beach sand grade importation; all activities subject to applicable environmental review and permitting requirements.

#### Picnic Areas

Thirty picnic units with tables and shade ramadas will be added to the west Negro Bar day use area; the existing turf area will be expanded on previously disturbed soil sites. Additional day use access may be accommodated in the adjacent bluff areas. Five individual walk-in type picnic sites are to be added along the new trail route between the Powerhouse area and Willow Creek.

#### Resources

Natural and cultural resource inventories for the sub-units have been previously performed and incorporated into the existing Folsom Lake SRA General Plan (October 1978), as well as in the DPR Resource Inventory Report for the Auburn-Folsom Project (February 1979) reviewers are directed to these documents for detailed resource descriptions.

As part of the formal environmental review process for the bridge crossing project, extensive resource related surveys and reviews regarding geology, seismicity, and soils; hydrology, water quality and fisheries; vegetation, wildlife, and wetland resources; visual resources, and cultural resources, were performed. Reviewers are directed to the respective section of the Final Environmental Impact Report for the American River Bridge Crossing Project, which is incorporated into this General Plan Amendment, for specific resource related information.

All mitigation related recreation facility projects will undergo appropriate level environmental review as part of the administration and development process.

#### **Operations**

This amendment will affect the operational facilities and procedures at the three sub-units in the following ways:

- All visitation lost as a result of the bridge project will be compensated for in the replacement and development of compensatory recreation facilities; thus district workloads relative to public safety, law enforcement, maintenance, and administration is not expected to increase but to shift accordingly per the respective recreation facility development.
- It is expected that the new bridge will attract graffiti related vandalism and "jumpers" accessing bridge portions from parklands. DPR will work with the City of Folsom to develop programs to discourage such activities.

#### APPENDIX A

## General Plan Objectives - Lake Natoma (From Folsom Lake SRA General Plan, p. 208)

As part of the general plan process, planning and management objectives were developed for each of the lakes. Plan objectives for Lake Natoma are as follows:

- 1. To preserve the wild and quiet character and beauty of the area as a whole.
- 2. To reduce boat noise on the lake.
- 3. To upgrade the quality of existing recreation use areas, and to solve the physical problems in these areas.
- 4. To minimize environmental damage caused by recreation use and development.
- 5. To emphasize low to moderate intensity recreation in developed areas.
- 6. To reclaim a portion of lake shore dredger tailings, with small-scale dredging to create islands, channels, and shallow warm-water lagoons for day use.
- 7. To tie bicycle, riding, and hiking trails from Sacramento to Folsom Lake and beyond.
- 8. To encourage an improved fishery resource.
- 9. To encourage non-vehicle circulation in unit area.
- 10. To support programs that provide increased accessibility to the park area by addressing the transportation needs of urban residents, the elderly, the developmentally disabled, the mentally retarded, low income, and youth.
- 11. To interpret to the public the significant natural and cultural resources of the landscape.
- 12. To monitor recreation use, and to periodically reassess the ability of the resources to absorb the use they are receiving; to adjust recreation use as necessary to adequately protect resource values.

#### APPENDIX B

## General Plan Objectives - Folsom Lake (from Folsom Lake SRA General Plan, p. 143)

- 1. To emphasize recreation use of Folsom Lake.
- 2. To continue to provide existing opportunities for diverse recreational uses of low to high intensity.
- 3. To minimize environmental damage caused by recreation use and development.
- 4. To upgrade the quality of existing recreation use areas, and to solve physical problems in these areas.
- 5. To establish a boat carrying capacity for the lake (to maintain the high quality boating experience on Folsom Lake).
- 6. To increase opportunities for public access to the lake shore for informal use (fishing, swimming, hiking, etc.).
- 7. To encourage boating opportunities for non-boat users.
- 8. To provide an opportunity for water-oriented recreation which is not feasible at Auburn Reservoir.
- 9. To encourage an improved fishery resource.
- 10. To increase overnight camping, to accommodate increasing demand.
- 11. To link Folsom Lake with Sacramento via the American River Parkway bicycle, riding, and hiking trail system.
- 12. To solve long-range traffic congestion problems in major day use areas, and on local access roads.
- 13. To encourage access to and circulation at Folsom Lake in a manner reflecting concern for dwindling petroleum resources and the environment, and to minimize, rather than encourage, driving solely for pleasure.

- 14. To support programs which provide increased accessibility to the park area by addressing the transportation needs of urban residents, the elderly, developmentally disabled, mentally retarded, low income, and youth.
- 15. To interpret to the public the significant natural and cultural resources of the landscape.
- 16. To preserve the character and beauty of the Folsom Lake landscape.
- 17. To monitor recreation use, and to periodically reassess the ability of the resources to absorb the use they are receiving; to adjust recreation use as necessary to adequately protect resource values.

#### APPENDIX C

#### (BY DOCUMENT ATTACHMENT)

The following environmental documents are adopted as part of this General Plan Amendment:

#### City of Folsom

- 1994 Final Environmental Impact Report, <u>American River Bridge Crossing</u>
  Project, Jones & Stokes Associates, Inc. July 1994, Folsom, California.
- 1994 Final Environmental Impact Report, Technical Appendices A M, <u>American River Bridge Crossing Project</u>, Jones & Stokes Associates, Inc. July 1994, Folsom, California.
- 1994 Final Environmental Impact Report, Appendix N, Responses to Public Comments, <u>American River Bridge Crossing Project</u>, Jones & Stokes Associates, Inc. July 1994, Folsom, California.
- 1994 Supplement to the Final Environmental Impact Report, <u>American River</u>
  <u>Bridge Crossing Project</u>, Jones & Stokes Associates, Inc. September 1994,
  Folsom, California.

#### References

#### City of Folsom

- 1989 Draft Environmental Impact Report, <u>American River Bridge Crossing</u>
  Project, Department of Public Works. August 1989, Folsom, California.
- 1993 Supplement to the Draft Environmental Impact Report, <u>American River Bridge Crossing Project</u>, Jones & Stokes Associates, Inc. October 1993, Folsom, California.
- 1994 Final Environmental Impact Report, <u>American River Bridge Crossing</u>
  <a href="Project">Project</a>, Jones & Stokes Associates, Inc. July 1994, Folsom, California.
- 1994 Final Environmental Impact Report, Technical Appendices A M,

  <u>American River Bridge Crossing Project</u>, Jones & Stokes Associates, Inc.

  July 1994, Folsom, California.
- 1994 Final Environmental Impact Report, Appendix N, Responses to Public Comments, <u>American River Bridge Crossing Project</u>, Jones & Stokes Associates, Inc. July 1994, Folsom, California.
- 1994 Supplement to the Final Environmental Impact Report, <u>American River</u>

  <u>Bridge Crossing Project</u>, Jones & Stokes Associates, Inc. September 1994,
  Folsom, California.
- 1995 Phase I Preliminary Design Report, <u>American River Bridge Crossing</u>,
   HDR Engineering, Inc. May 1995, Folsom, California.

#### Sacramento Bee Newspaper

1994 "Folsom vote backs Lake Natoma bridge," Judy Tachibana. November 10, 1994, Sacramento, California.

#### State of California

#### Department of Parks and Recreation

1978 Auburn Reservoir Project, Folsom Lake State Recreation Area, Preliminary General Plan and Draft Environmental Impact Report. Sacramento, California.

- 1979 Resource Inventory Report, Auburn-Folsom Project, Volume One: Natural Resources. February 1979, Sacramento, California.
- 1990 Auburn State Recreation Area and Folsom Lake State Recreation Area, General Plan Update. February 1990, Sacramento, California.





